United Nations ECE/CES/2015/11

Economic and Social Council

Distr.: General
31 March 2015

Original: English

Economic Commission for Europe

Conference of European Statisticians

Sixty-third plenary session
Geneva, 15-17 June 2015
Item 6 (a) of the provisional agenda
Outcomes of the in-depth reviews carried out by the Conference of European Statisticians Bureau

In-depth review of labour mobility and globalisation

Note by Statistics Austria

Summary

The present note is the in-depth review paper on labour mobility and globalisation. The Bureau of the Conference of European Statisticians conducted the in-depth review at its meeting in February 2015. The purpose of the reviews is to improve coordination of statistical activities in the region of the United Nations Economic Commission for Europe, identify gaps or duplication of work, and address emerging issues.

The note summarises international statistical activities related to measuring labour mobility, identifies issues and challenges, and makes recommendations on further work.

The outcome of the review is provided in document ECE/CES/2015/11/Add.1.

GE.15-06900 (E)

1506900

Please recycle

I. Executive summary

1. For producers of statistics, the transforming nature and dynamics of labour mobility implies three general challenges: improving data comparability and coordination of work; enhancing accessibility of existing information; and filling data gaps. These actions would be needed to provide an adequate answer to the policy needs and changing economic realities around labour mobility.

2. One impact of globalisation is that labour demand can be more easily met by international supply of services. This implies forms of labour mobility which are distinct from the conventional classification of labour migration. Services which involve cross border movement of workers are usually referred to as mode 4 in the terminology of the General Agreement on Trade in Services (GATS). In certain industries temporary cross border movement of workers is likely to supersede actual migration as the dominant mode of cross border movement of labour.

3. Detailed data on labour mobility would allow providing more differentiated indicators of labour input and productivity in national accounts and might assist the compilation of balance of payment statistics. Politically this information would be crucial for labour market policy; migration management and negotiations on trade in services.

4. National statistical systems have difficulties providing information on short-term movements, especially if both workers and employers are non-residents in the compiling country. To assess the impact of labour mobility, partner country information will often be indispensable. This requires further international harmonization of definitions and methodology for measuring labour mobility.

5. Improvements may be achieved by enhancing international exchange of data as well as reaching agreement on technical issues. The United Nations Economic Commission for Europe's (UNECE) clearing house on migration statistics and the migration database of the Organisation for Economic Co-operation and Development (OECD) as well as European Union's efforts to bridge asymmetries and inconsistencies in migration data by statistical models provide examples that may be further tailored towards describing short-term labour mobility.

6. Labour mobility requires coordination across statistical domains and data collection systems: currently, tourism statistics are a unique source on short-term movements but lack detailed information on workers; population statistics do not always record short-term movements and purpose of migration; and labour market statistics rarely collect complete migration histories.

7. Additional effort is also required to produce comparable statistics on irregular movement of workers, including trafficking and forced labour which are likely to require special instruments of data collection, as well as internationally coordinated classifications such as those provided by the International Organization for Migration (IOM) and the International Labour Organization (ILO).

8. As an immediate recommendation, statistical offices should actively participate in and support the work of the ILO working group on labour migration which is to be established in 2015. It is essential that this work will consider the 1998 UN Recommendations on Statistics on International Migration while addressing all workers defined as non-migrants therein.

9. In addition, the compilers' guide of the Manual on Statistics of International Trade in Services (MSITS) 2010 draws on diverse frameworks and data sources. Its completion may provide a good occasion for launching a long-term initiative to better align the statistical areas concerned.

II. Introduction

10. The Bureau of the Conference of European Statisticians (CES) regularly reviews selected statistical areas in depth to improve coordination of statistical activities in the UNECE region, identify gaps or duplication of work, and address emerging issues. This review focuses on strategic issues and highlights concerns of statistical offices of both a conceptual and a coordinating nature. The current paper provides the basis for the review by summarising the international statistical activities in the selected area, identifying issues and problems, and making recommendations on possible follow-up actions.

11. Having focussed on the economic impact of globalisation on national accounts in an earlier in-depth review, the CES Bureau wished to address also the social aspects of globalisation. Labour mobility and globalisation was, thus, selected for an in-depth review at the January 2014 meeting of the Bureau.[1]

III. Scope/definition of the statistical area covered

12. This review is primarily concerned with the capacity of labour market statistics (Database of International Statistical Activities, DISA 1.2) to deliver a comprehensive picture of labour mobility reflecting global developments which have emerged since the 1990s.

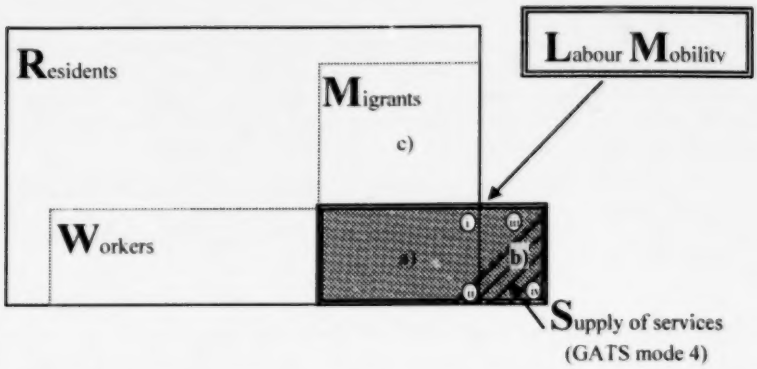
13. In the context of this review, labour mobility refers to all movements of natural persons for the purpose of work. "Work comprises any activity [...] to produce goods or to provide services for use by others or for own use. (Resolution Concerning Statistics of Work, Employment and Labour Underutilization, endorsed by the 19th International Conference of Labour Statisticians (ICLS) 2013, paragraph 6). This review addresses only cross border movements. It includes migrant and non-migrant foreign workers.

14. Globalisation is here understood as a transformative process of the economy which expands and accelerates the movement of information as well as capital, goods, services, and people across international borders. It is driven by technological, political and economic developments. In the post-cold-war period two developments have been particularly influential: the creation of a European Single Market and the General Agreement on Trade and Services (GATS) within the System of the World Trade Organization (WTO).

15. Due to its relevance to a broad range of statistics, the review puts special emphasis on non-resident labour in the form of trade in services which involves movement of persons across borders. Within the European Union this phenomenon is commonly referred to as "posting of workers" or "short-term assignments". The complexity of this phenomenon is well described by the fact that researchers have identified 12 more or less synonymous terms used in literature and they came up with a typology referring to 18 dimensions with more than 45 different categories of short-term assignments (Green, Baldauf and Owen, 2009). Harmonised statistics on this matter are scarce and the review shall in particular address options for improving international collaboration.

[1] The review was particularly supported by special information and comments provided by selected countries (Slovakia, Israel) and international organizations (European Commission Directorate for Employment Social Affairs and Inclusion, the International Labour Office, the Organisation for Economic Co-operation and Development, the United Nations Economic Commission, the World Bank and the World Trade Organization).

Figure 1
Schematic Derivation of the Labour Mobility Flow



16. Figure 1 illustrates the relation between labour mobility and definitions of residence, migration and work which are established in social statistics. Two broad groups which meet a nations' labour demand are in the focus of this review:

(a) Labour migrants. These are persons who changed their place of usual residence from one country to another for the purpose of taking up work. According to the 1998 United Nations Recommendations on Statistics of International Migration (RSIM, paragraphs 36 and 37) a period of stay of more than 12 months defines long-term migration, while short-term migration refers to a stay between 3 to 12 months. Business travellers according to the RSIM who do not receive remuneration from the destination country are considered non-migrants;

(b) Non-migrant foreign workers. These are non-residents who moved across borders for the purpose of work. They are either frontier workers; stay for less than 3 months (e.g. seasonal or agricultural workers); or business travellers who receive remuneration from the country of origin (e.g. posted workers);

A third group is outside the scope of this review:

(c) Non-iabour migrants. These are persons who migrated for reasons other than work (e.g. dependants, refugees, students). Any flow of non-labour migrants may later contribute to the stock of migrant workers, but these are not directly linked to labour mobility.

17. The triangle shape in Figure 1 also highlights labour mobility involving non-resident service suppliers. This cuts across the definition of usual residence established in population statistics. In the terminology of the General Agreement on Trade in Services (GATS, article I, paragraph 2, lit d) "mode 4" refers to supply services through presence of natural persons. This can relate to persons who are either temporarily posted to a workplace abroad (e.g. as consultants, temporary agency workers or self-employed service providers). Even if such an arrangement will typically be short-term, it does not imply any particular duration of stay. Although mode 4 implies international mobility of workers, the Annex on Movement of Natural Persons in the GATS determines that "The Agreement shall not apply to measures affecting natural persons seeking access to the employment market of a Member, nor shall it apply to measures regarding citizenship residence or employment on a permanent basis."

18. The combination of usual residence of persons with the residence of enterprises yields four groups:

(a) Labour migrants whose work relation is with

i. a resident enterprise (e.g. permanent labour migration)

ii. a non-resident service supplier (e.g. long-term posting)

(b) Non-migrant foreign workers whose work relation is with

iii. a resident enterprise (e.g. seasonal or frontier workers)

iv. a non-resident service supplier (e.g. short-term posting)

19. National accounts limit labour input of foreigners to work for resident producer units (groups i and iii above). Balance of payment statistics distinguish the same groups by determining whether work is founded on employment or service contracts. The latter is characterised by payments for a specific result without control over method while employment relations imply remuneration for working time including control over method of work. The *Guide on the Impact of Globalisation on National Accounts* (CES 2011, paragraph 10.32) considers the definitions in the 2008 System of National Accounts (SNA) and the Balance of Payments Manual 6th edition (BPM6) as consistent with population statistics.

20. The *Manual on Statistics of International Trade in Services 2010* (MSITS 2010, paragraph 2.79) integrates RSIM, SNA 2008 and BPM6 as well as the definition of business travellers in the International Recommendations for Tourism Statistics (IRTS 2008). The integrated classification is presented in Annex 1. The MSITS further distinguishes within group iv:

(a) Contractual service suppliers, whether employees of a foreign service supplier or self-employed;

(b) Intra corporate transferees who work for a non-resident service supplier who has established a commercial presence;[2]

(c) Service sellers/ persons responsible for setting up a commercial presence.

21. The economic, social and cultural implications of labour mobility make knowledge about the phenomena essential for political debate on migration management as well as for negotiations on trade in services. Areas which are affected by labour mobility include for example:

(a) Working conditions (e.g. wage and social protection of mobile workers);

(b) Taxation and social security contributions (e.g. volume of taxable earnings);

(c) Industrial relations (e.g. work standards, skill formation and bargaining);

(d) Irregular migration (e.g. trafficking of forced workers);

(e) Production (e.g. volume, productivity);

(f) Development (e.g. remittances, unemployment);

(g) Size and structure of population (e.g. age, qualification, ethnicity);

(h) "Brain drain" / import of skills and human potential;

(i) Demand for infrastructure (e.g. health, housing and education);

(j) Formation of transnational communities /diasporas.

[2] MSITS 2010 also includes foreign employees directly recruited by foreign established companies although admitting that these may also be considered as labour migrants.

22. While the emphasis of this review is on social statistics, it is understood that labour mobility has important implications for enterprise and tourism statistics as well as national accounts, in particular concerning balance of payments statistics, and statistics on trade in services. Coordination and harmonisation between these statistical areas appears of vital importance for the compilation of statistics on trade in services.

IV. Overview of international statistical activities in the area

23. Statistical activities on labour mobility are sometimes said to suffer from a "demography bias" which put permanent migration at the centre of attention while there is a tendency to neglect the situation of non-migrant foreign workers. In view of the number and diversity of statistical activities, it appears useful to distinguish them by their primary focus at migration or the labour market. Obviously, activities are overlapping and institutions often engage on both strands. The broad summary below is complemented by a more detailed presentation of international activities in Annex 2.

A. Activities which emphasise migration

24. The importance of data on labour mobility for the United Nations is reflected in a recent Declaration which has been adopted by the United Nations General Assembly following a High-level Dialogue on International Migration and Development in 2013. The Declaration emphasizes the need for reliable statistical data on international migration, including when possible on the contributions of migrants to development in both origin and destination countries; this data could facilitate the design of evidence-based policy- and decision-making in all relevant aspects of sustainable development.

25. Already in 2006, a Global Migration Group (GMG)[3] had been established by the United Nations Secretary-General as a high-level inter-institutional group of agencies involved in migration-related activities. While this group's main focus is on coordination of non–statistical activities, including contributions to a Global Forum on Migration and Development (GFMD)[4] its members are actively involved in the development and maintenance of statistical data on migration which is of relevance to labour mobility. In 2014 the International Labour Office (ILO) chaired the GMG.

26. Annual coordination meetings on international statistical activities on migration are organised by the UN-DESA Population Division to align UN Regional Commissions and many other agencies which are engaged in the compilation or analysis of global migration data. The World Bank has initiated a Global Knowledge Partnership on Migration and Development (KNOMAD). The Conference of European Statisticians (CES) has established a steering group to set up a concrete programme of work on migration statistics including definitions, data exchange and survey questions. In addition, UNECE and Eurostat hold bi-annual expert group meetings on migration statistics to tackle methodological issues related to the measurement of migration.

27. Most activities emphasise demography and build upon the UN-DESA's recommendations on statistics of migration (RSIM 1998). For the European Union more specifically, the EU-regulation on migration statistics which is in force since 2008 provides the guiding framework. In the special field of trafficking, IOM has established a regularly maintained framework of statistics on victims of trafficking (VoTs). Statistics on labour

[3] http://www.globalmigrationgroup.org
[4] http://www.gfmd.org

migrants are complemented by standardized data maintained by the UNHCR on its population of concern (including refugees and asylum seekers).[5]

28. Other international activities address the harmonisation of existing data. For example, UNECE is providing a common clearinghouse on migration statistics for the CIS region. Similar databases are maintained by OECD or the UN Population Division. Shared access to data may foster a convergence of methodologies. As an alternative, Eurostat worked on a methodology to model migration patterns.

B. Activities which emphasise labour

29. Analytic reports on labour mobility are regularly produced by many international agencies. In Europe these are in particular the European Foundation for the Improvement of Living and Working Conditions, the European Commission Directorate for Employment, Social Affairs, Skills and Labour Mobility, as well as ILO and OECD.

30. Specific statistics on labour mobility related to trade in services are scarce and yet to be fully implemented in the statistical production routines. The topic is addressed in a UN Task Force on Statistics in Trade in Services (TFSITS) in which seven agencies worked together in several rounds of worldwide consultations to produce a Manual on Statistics of International Trade in Services (MSITS 2010). Work on technical assistance and an accompanying compiler's guide is still ongoing and includes a discussion of potential existing sources such as census, household or travel surveys. OECD and WTO acted as convenors whereby the latter has particularly contributed to developments relevant to the cross-border movement of persons.[6]

31. The frameworks which had originally been developed for migration statistics focus on permanent migration, which requires a change of usual residence. In theory the definition includes short-term migration (3-12 months) but in practice is often limited to long-term migration over at least 12 months. Therefore international activities on labour mobility often need to go beyond population statistics classifications. For example, to define labour mobility, the MSITS integrates classifications of migration and tourism statistics, which comprise all cross border movements including short-term business travels (see Annex 1).

32. The need for an international classification of labour mobility which includes short-term movements for less than 3 months is evident. For example, the definition used by the ILO in the Migrant Workers Convention of 1975 excludes all non-migrant foreign workers. During the 1990s, the ILO extended the focus to all persons "who move across borders with the objective to take employment", thus including in particular seasonal workers. Since then, ILO has repeatedly emphasised the increasing importance of temporary over permanent labour mobility.

33. At the 2013 International Conference of Labour Statisticians (ICLS) a resolution has been adopted, which calls for a Working Group to be set up for defining international standards on labour migration and mobility. Due to budget and capacity constraints, preparation has been slow and the Working Group is expected to be established in early 2015. Meanwhile a stocktaking of sources, institutions and methodologies is being conducted by ILO staff.

[5] http://www.unhcr.org/pages/4a013eb06.html

[6] Other Task Force Members were: Eurostat, the International Monetary Fund (IMF); United the United Nations Conference on Trade and Development (UNCTAD); Nations Statistical Division (UNSD) and the United Nations World Tourism Organization (UNWTO).

34. International agencies have also recognized the need to improve measurement of labour mobility. This includes better coverage of non-permanent labour migration. For example, the OECD maintains a data base on migration flows which is based on residence permits. These data are compiled from existing statistics by a network of national correspondents and further developed over time.

35. In the context of decent work ILO promotes better coverage of statistics on irregular labour mobility. For example, new methodologies have been presented for the representation of elusive populations and their application to child labour.

36. A recent development is also the coordination of social protection across borders, which is advocated by the International Social Security Association (ISSA). Within the European Union, administrative data which is a by-product of such international coordination of social security presents the main statistical source to monitor the posting of workers.

V. Country practices

37. The desk review and consultation with international organizations on different country practices did not reveal any single country that would have reached exhaustive coverage of labour mobility in statistics.

38. In particular, irregular labour mobility, which involves unregistered movements without permit as well as unregistered work, including human trafficking, remains difficult to capture.

39. Long-term migration appears to be covered better in the destination country, where it is often subject to migration control. On the other hand, information on short-term temporary or seasonal movements is recorded more often in the country of origin, for example through surveys which include questions on previous work experiences abroad, social insurance data or enterprise surveys. Consequently, receiving countries may need to compile information from sources outside their own territory, mainly neighbouring countries.

40. In the *Guide on the Impact of Globalisation on National Accounts*[7] *several countries* (Czech Republic, Germany, Israel, Moldova and Ukraine) have presented their experiences with measuring non-resident labour. In its follow up, Israel expects future improvements from an upcoming annual enterprise survey on exports and imports of services. The survey will include questions which are relevant to the supply of mode 4 services. In addition, Israel collects administrative data on temporary work agencies which organize a large part of the inflow of workers with permits.

41. A large number of countries presented their experience in the Seminar on Migration Statistics held at the April 2014 CES plenary session.[8] Particular emphasis was given to labour migration by the presentation of Ukraine[9] and the Commonwealth of Independent States (CIS).[10] Both papers suggested better international coordination towards a common classification of labour mobility in statistical systems and international exchange of data in some kind of mirror statistics.

[7] http://www.unece.org/fileadmin/DAM/stats/publications/Guide_on_Impact_of_globalization_on_national_accounts__web_.pdf

[8] http://www.unece.org/stats/documents/2014.04.ces.html

[9] http://www.unece.org/fileadmin/DAM/stats/documents/ece/ces/2014/ECE_CES_2014_46-CISSTAT_Labour_migration_in_CIS_region.pdf

[10] http://www.unece.org/fileadmin/DAM/stats/documents/ece/ces/2014/ECE_CES_2014_42-Ukraine_-_Labour_migration.pdf

42. A more detailed, exemplary overview of available statistics is presented in Annex 3 for Austria and Slovakia. Surveys on business travel in Austria and Slovakia already indicate a large number of economic activities abroad. These sources do, however, not provide sufficient detail on the nature of labour mobility involved. As revealed by register data, about one third of migration to Austria is short-term (3- 12 months). Thus, a large part of labour mobility remains undetected if only the change of permanent residence is considered. In practice, coverage of this population may be problematic in the Labour Force Survey (LFS) which is typically the main source of harmonized labour statistics for the resident population.

43. Questions on previous employment abroad were included in the 2014 harmonized LFS module in Austria. However, sample sizes may be too small, to obtain reliable data on the living and working conditions of all cross border workers in any specific neighbouring countries such as Austria and Slovakia. Some additional national sources exist in these countries but are not sufficiently harmonised for producing specific statistics on labour mobility. In particular, the situation of self-employed or those employed with foreign enterprises remains largely unattainable for Austrian population statistics which are based on registration of residence or employment. Particular strategies are currently explored in the field of passenger transport statistics in Slovakia and the collection of data on inbound and outbound cross border movements of temporary agency workers in Austria.

44. An analytic report on labour migration in Austria which had been prepared by the Austrian correspondent for the OECD's migration observatory (SOPEMI) presented some evidence from administrative data on certain permits for non-resident labour. The author concluded that Austrian companies increasingly satisfy their labour demands from abroad in a flexible way and temporary posting of workers may become the preferred strategy as an alternative to the politically contentious permanent immigration.

VI. Impact of crises on the statistical area

45. It can be expected that the adaptation of statistical capacities to emerging demands such as labour mobility are slowed down in times of austerity. For example ILO's budget had been cut by 10 percent which implied staffing consequences which are also slowing down the preparation of a working group on labour migration. While the review revealed remarkable effort in international collaboration on labour mobility and trade in services, it brought no indication that significant investments were made regarding the improvement of relevant data collections. Because labour mobility potentially affects also the bases for tax on labour and social security contributions, its dynamics is however of vital interest to all government agencies, including statistical offices.

46. In a speech at the European University Institute[11] in 2014, the European Commissioner for Employment, Social Affairs and Inclusion explained that while the number of non-EU workers had decreased consistently after the crisis, two phases needed to be distinguished for labour mobility flows within the European Union. In the years 2009-10 a drop related to the sharp fall in labour demand was observed. In a second phase from 2011 to 2012, labour mobility within the European Union would have recovered due to growing imbalances in European labour markets. Outflows were particularly high from Member States where unemployment was high. Countries experiencing the highest increase in labour outflows to other EU countries in 2011-12 were Greece, Spain, Ireland, Hungary and Latvia. There were growing labour inflows to those economies which proved to have a more resilient labour market such as Germany and Austria. According to the Commissioner, new pressures for labour outflows implied that South-North mobility was

[11] http://europa.eu/rapid/press-release_SPEECH-14-491_en.htm

again on the rise while East-West labour mobility remained dominant in the EU since the accessions of 2004 and 2007.

47. Temporary work appears particularly elastic to economic crisis and recovery. According to the International Confederation of Private Employment Agencies (CIRET), the number of hours worked by temporary workers was inversely related to the unemployment levels[12]: declining labour demand first lead to a reduction of agency work, while in times of recovery, hours in agency work increased several months before total employment recovered. Although no harmonised information is currently available on cross border movements of agency workers, this may be an indication for a particularly strong and immediate connection between economic crisis and international labour mobility.

VII. Issues and challenges

48. Statistics on labour mobility originate from diverse statistical production systems. They also serve and reconcile different, and at times conflicting, information needs. These range from policy makers and programme managers to case workers who have frequent and individual contact with migrant workers. Case workers require access to or produce administrative individual records while strategic decisions are informed by aggregate counts and analytical information. As a priority, it is therefore important to:

(a) Recognize the specific indicators required by stakeholders and raise their awareness on existing sources;

(b) Agree on a coherent international classification, definitions and measurement;

(c) Identify gaps in coverage of labour mobility by statistics;

(d) Deepen the knowledge and information on the relevant population.

A. Users' needs for analytic results and indicators

49. The lack of sound statistical data leaves a high degree of uncertainty on the extent and nature of transformations in and through labour mobility. Ethnographic empirical evidence has revealed the potential dimensions of transnational posting of construction workers. For example, at the construction site of the new premises of the European Central Bank (ECB) only 25 out of 1000 construction workers present on May 2012 were employed by a main ECB contractor (Wagner and Lillie, 2014). The rest were employed by about 20 transnational subcontractors which all posted workers from abroad to the site. The author emphasized negative consequences of such massive subcontracting and posting practices on labour organization, bargaining and skill formation regimes.

50. Labour mobility is likely to be concentrated in certain industries. For example, the construction industry produces immobile and stationary products by means of mobile production techniques. In the construction industry, it is the workers that move around rather than the products. Like transportation it is therefore an industry characterised by the high mobility of its workforce. Indeed, data on portable social security documents collected for 14 EU Member States suggests that 40% of posted workers are active in construction. On the other hand, for example the Austrian register based census 2011 revealed that almost one third of registered workers with a main residence abroad work in section S (other services) of the economic activity classification (NACE/ISIC) or section I (accommodation and food services). These frontier workers represent about 12 and 5 percent of the active workforce in these industries.

[12] http://www.ciett.org/fileadmin/templates/ciett/docs/Stats/Ciett_EC_Report_2013_Final_web.pdf

51. The economic, social and labour market impact of international labour mobility could only be assessed if specific job characteristics for all categories of labour mobility were known. These may include for example status in employment, housing type, social security, family situation (separated/not separated), occupation, remuneration and industry. In particular, stakeholders in labour standards, such as unions or governments would have strong interest in well-established indicators of decent work.

52. To inform users on the macro economic impact of labour mobility, amendments to the national accounts framework may be required. This had been proposed in the Guide on the Impact of Globalisation on National Accounts. Conventionally, resident and non-resident labour is grouped together in the production account. Further, the expenditure of non-resident worker household is not separated from that of tourists. The analytic relevance of national accounts would therefore benefit from an extended classification of labour input such as by a labour account or a satellite account. The indicators would include employed persons, work hours, compensation of employees and mixed income by industry.

53. GATS negotiators and trade in services policy makers need detailed and internationally comparable statistical information on the supply of services by mode. The so-called mode 4 service supply has the highest relevance for labour mobility as it refers to services which require the presence of natural persons such as consultants or construction workers. Trade commitments by countries are framed in terms of numbers of people who move across borders rather than the value of the trade. These numbers may also be relevant to their monitoring and possible dispute settlement. The priority indicators would be numbers on the flow of persons related to specific service products or – as a proxy – industries identifying country of origin and destination. A distinction of self-employed and employees of contracted service providers would be the most relevant breakdown.

54. Any picture of labour mobility in an evolving global economy must be incomplete without considering illegal, unrecorded movements and trafficking and its consequences for the individuals as well as sending and receiving countries concerned.

55. At present there is no single source which would provide full coverage. The derivation of indicators from existing sources requires the integration of data which may be broadly distinguished as population census, household surveys, enterprise surveys and administrative data.

B. Harmonisation and definitions

56. The integration of sources to derive indicators depends on harmonised standards and definitions in order to avoid duplication and ensure full coverage. At present however there is no single framework for labour mobility which would contain an exhaustive taxonomy. In any case such a framework would need to integrate migrant and non-migrant foreign workers such as frontier workers or fixed term posted workers. Differences in the terminology of trade statistics, tourism and social statistics further complicate the exchange among compilers. Existing statistical frameworks which contain relevant definitions for labour mobility include:

(a) RSIM, Rev.1 defines usual residence and migration and subsumes business travellers to the non-migrant category;

(b) IRTS 2008 defines categories of cross border travellers, including the classification "Business and professional" (without any employer-employee relationship in the destination country);

(c) 13th ICLS contains a revised resolution on the definition of work (and persons seeking work) which will apply to labour migrants and business travellers alike;

(d) SNA 2008 is consistent with the ILO definitions and further specifies labour input, resident population, resident producer units;

(e) BPM6 classifies payments by defining service and employment contracts;

(f) MSITS attempts an integration of relevant definitions in order to derive a definition of additional indicators on mode 4. As its focus is on trade in services it does however exclude migration.

C. Gaps in the coverage of existing data sources

57. Especially the European Union's regulation on population statistics has contributed to a satisfactory coverage of permanent (or long-term) migration. Its emphasis on a duration stay of at least 12 months does however imply a "demography bias" in statistics on labour migration which implies a significant undercount of short-term migration and non-migrant labour mobility.

58. Administrative sources such as work or residence permits, or special programmes on temporary or seasonal workers appear to provide a timely recording of labour inflows. However these sources generally serve national migration policies and are not necessarily harmonised with statistical systems.[13]

59. Household surveys cover the resident population. In practice they have difficulty including immigrants with less than one year of residence. This mainly depends on sampling frames and language barriers in questionnaire design and for interviewers. Also the degree to which these surveys cover immigrants in an irregular situation varies. Many countries still rely on census based sampling frames, but some countries draw their sample from population registers. Immigrants in an irregular situation will then only be included in as far as they are included in these registers. Coverage in registers does however vary across countries. In the United States, estimates of the irregular immigrant population are based on the difference between the CPS, which is designed so as to include irregular migrants, and the registered or demographically projected counts of the foreign born population.[14] With an estimated 12 million this population is relatively large in the United States. In most countries however even surveys which ensure good coverage of labour mobility, their sample size may not provide reliable estimates for rare populations. Situations such as illegal human trafficking will largely remain unrecorded labour mobility without dedicated sampling strategies.[15]

60. Given the complexity of employment relationships involved especially in services mobility involving cross border movement of persons, it is hard to establish the exact numbers of foreign persons and working hours involved. Mobility related to trade in services may systematically escape statistical measurement in the receiving country when persons, as well as the employer are resident in the country of origin. Mirror statistics, in particular between neighbouring countries therefore appear as an essential strategy. So far, the coordination of statistics on labour mobility seems to be challenged by comparability issues, arising from inconsistencies in definition and measurement between countries and also between practices in statistical areas. Consequently, asymmetries occur which may lead to scepticism concerning the usefulness of data from outside the own country and statistical domain.

D. Information gaps on migration history and socio-economic situation

[13] Similarly, social media or so called "big" data, record very timely traces of short-term geographical (labour) mobility may be developed as relevant sources for future statistics. See for example a recent discussion in the IOM's journal "Migration Policy Practice": http://www.iom.int/cms/en/sites/iom/home/what-we-do/migration-policy-and-research/migration-policy-1/migration-policy-practice/issues/april-june-2014/can-big-data-help-us-achieve-a-m.html

[14] http://www.oecd-ilibrary.org/social-issues-migration-health/unauthorized-migrants-in-the-united-states_110780068151

[15] http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---declaration/documents/publication/wcms_182096.pdf

61. The coverage of migration data seems to have improved over the past decades. From the perspective of statistics on labour mobility it would be crucial to also be able to identify the relevant group of labour migrants. However, existing sources on migration do not always provide harmonised information on purpose of migration (and paths of circular migration) and thus make it difficult to distinguish labour mobility from other forms of migration.

62. On the other hand, socio-economic data such as the labour force surveys have improved by systematically recording data on country of birth. These data do however not always capture migration histories, i.e. information on when a person moved from one place to another and to what end. Examples for possible improvements are the 2008 and 2014 modules in the European Labour Force Survey as well as special supplements to the Ukrainian and Moldavian, or Armenian LFS which implemented selected questions from the ILO Labour Migration Module.

VIII. Conclusions and recommendations

A. Conclusions

63. The review showed that there are extensive activities ongoing which are related to migration statistics and migration management, including aspects of labour mobility. If these activities should, however, remain limited in their focus on permanent migration, they are likely to fail in delivering the full picture of labour mobility. Clearly, the statistical systems are not yet fully adapted to the new needs, both concerning definition and collection of harmonised data. **The coordination effort which is required is substantial. It does not only imply an exchange on country practices beyond the UNECE region but also depends on a better alignment nationally across statistical domains.**

64. The review has demonstrated a particular need for harmonisation and national statistical offices should be encouraged to **actively participate in and support the ILO working group on labour migration** which is to be established in 2015. It is essential that this will consider the 1998 UN Recommendations on Statistics on International Migration while addressing all workers which are defined as non-migrants therein.

65. It will be useful to **promote the compiler's guide for MSITS 2010 as widely as possible and particularly among producers of social and tourism statistics.** It draws on diverse frameworks and clarifies the kind of data required for trade in services statistics. The compiler's guide aims explicitly at making best use of existing data as well as advocating institutional arrangements of coordination and exchange between data collections. Apart from social and labour ministries, employment services and social security organizations, institutions such as WTO as well as central banks can be identified as natural stakeholders for better alignment of statistical areas concerned.

66. **International exchange on data and agreement on technical issues may be advanced by tailoring existing initiatives towards including short-term labour mobility,** such as the UNECE clearing house on migration statistics or the OECD's migration database. Even though data on short-term migration is requested, often countries are not able to provide it.

67. **Ex-post harmonisation of methodologies** is based on estimating the impact of differing definitions, such as different durations of stay, from international data of inbound and outbound migration flows. This strategy has been explored in the European Union before the regulation on population statistics defined the minimum period of stay as 12 months. Methods similar to those developed by the projects on the Model for Estimating International Migration in the European Union (MIMOSA) or the Integrated Modelling of

European Migration (IMEM) should be further investigated for their relevance to statistics on labour mobility.

68. **Collaboration across statistical domains and data collection systems should be improved in particular concerning tourism, population and labour statistics**, as follows:

(a) Labour statistics may be improved by systematically collecting migration histories, using questions of the ILO labour migration module. A particularly interesting source to be further explored may be hybrid social and enterprise surveys such as the European Union's structure of earnings survey (SES) which represents a large sample of jobs but has currently no information on assignments at foreign workplaces or on workers living abroad;

(b) The analytic value of population statistics would be greatly enhanced if it consistently addressed short-term movements and collected survey and administrative data on the purpose of migration;

(c) Tourism statistics - which are a unique source on short-term movements - could be better aligned with the requirements of labour statistics by including additional variables in surveys on business travel;

(d) As further work, this effort should be extended to economic statistics as the correct measurement of labour mobility will have an impact on a number of economic indicators, such as productivity etc.

69. **Major long-term investments may be required concerning the collection of new data.** These should especially include self-employed service providers without employees such as common in personal healthcare services or construction. **It will be essential to make good use of innovative instruments of data collection as well as internationally agreed classifications** such as those provided by IOM and ILO.

70. **A special topic worthy of a separate in-depth review would also be irregular movement of workers, trafficking and forced labour.** In certain cases, data gaps may already be reduced by sectoral studies, for example targeting construction, garment or transport industries as well as placement or temporary work agencies.

B. Recommendations

71. To improve sharing of information and coordination in the area, the Bureau is invited to consider organising:

(a) Task Force on mirror statistics for labour mobility and;

(b) Technical seminar on harmonised classifications for non-migrant foreign workers.

72. The Task Force should address in particular the possibility of improving international exchange of labour mobility data as well as the potential for statistical models of international labour mobility. To that purpose the Task Force may also investigate the potential of ex-post harmonisation using methods which have been developed in the MIMOSA project. This Task Force may also consider specifically investigating sources on temporary migration which result from the international coordination of social security systems. It is planned to set up a new Task Force on integration of migration data from different sources (the Bureau will consider the Terms of Reference at its October 2015 meeting). This group may work in close collaboration with the proposed Task Force on labour mobility.

73. The proposed technical seminar should address in particular the need for and possible options for a classification of labour mobility including migrant and non-migrant

foreign workers as required for trade in services statistics. It will provide an opportunity to discuss the MSITS 2010 as well as the compilers guide and allow countries and international organizations to contribute their expectations and experiences. It should be open to policy makers, stakeholders and users of statistics and serve to provide input for follow-up work.

74. The Bureau is further invited to align the work with ILO and discuss proposals for further work in the Bureau meeting. For example the inventory of international activities currently under preparation for the ILO working group on labour migration will provide an essential basis for further coordination. Finally, the Bureau may consider inviting OECD, WTO and IOM to inform about their ongoing work on labour mobility.

Annex I

English only

Combination of tourism and migration statistics classifications and mode 4 data requirements as proposed in MSITS 2010

Links between coverage of RSIM, Rev.1 and that of IRTS 2008 in terms of purpose of trip or migration and length of stay: identifying GATS Mode 4

Purpose of trip or migration	Length of stay: Less than 3 months	From 3 to less than 12 months	More than 12 months
RSIM, Rev.1 categories			
IRTS 2008 categories			
Visits/trips			
Personal			
Holiday, leisure and recreation			
Visiting friends and relatives			
Education and training			
Health and medical care			
Religion/pilgrimages			
Shopping			
Transit entering economic/legal territory			
Other			
Business and professional (no employer-employee relationship with entity established in compiling economy)		(X)	
• *Contractual service supply:*		X	
— *By self-employed*		X	
— *By employees*		X	
Of which intra-corporate		X	
• *Service sales/commercial presence negotiation*			
— *Service sales/commercial presence of service producing company negotiations*		X	
— *Commercial presence of goods producing company negotiations*			
• *Other (including attending meetings, conferences, etc.)*			
Migrant work and employment-based settlement (employer-employee relationship with an entity established in compiling economy)			
• *Intra-corporate transfer:*			X
— *In services producing company*			
— *Other*			
• *Directly recruited by a foreign established:*			X
— *Services producing company*			
— *Other*			
• **International civil servants**			
• *Other*			
Training			
Family reunification/formation			
Family-based settlement; ancestry-based settlement			
Retiree settlement			
Entrepreneurship and investment settlement*			X
Humanitarian reasons (refugees, etc.)			
Border work; frequent border crossing; nomads			
Transit not entering economic/legal territory			
Diplomatic/consular; military			

Note: : non-migrant categories. : migrant categories. : visitors.

Entries in "purpose of trip or migration" column in boldface signify a Mode 4 purpose.

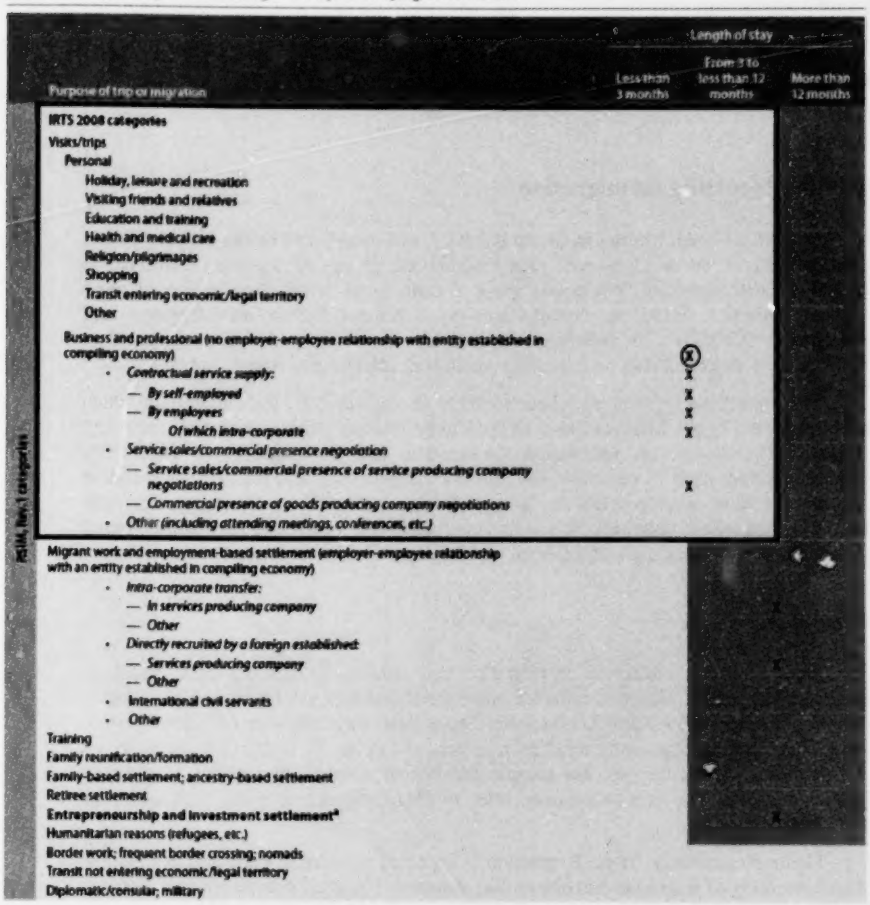
Entries in italics in "purpose of trip or migration" column signify items that are not available in RSIM, Rev.1/IRTS 2008; additional breakdowns possible.

(X) signifies first rough approximation of Mode 4.

"X" signifies Mode 4 information requirement.

* Only in the services sector; see para. 5.103.

Links between coverage of RSIM, Rev.1 and that of IRTS 2008 in terms of purpose of trip or migration and length of stay: identifying GATS Mode 4


Length of stay
Purpose of trip or migration
Less than 3 months
From 3 to less than 12 months
More than 12 months
RSIM, Rev.1 categories
IRTS 2008 categories
Visits/trips
Personal
Holiday, leisure and recreation
Visiting friends and relatives
Education and training
Health and medical care
Religion/pilgrimages
Shopping
Transit entering economic/legal territory
Other
Business and professional (no employer-employee relationship with entity established in compiling economy)
• Contractual service supply:
— By self-employed
— By employees
Of which intra-corporate
• Service sales/commercial presence negotiation
— Service sales/commercial presence of service producing company negotiations
— Commercial presence of goods producing company negotiations
• Other (including attending meetings, conferences, etc.)
Migrant work and employment-based settlement (employer-employee relationship with an entity established in compiling economy)
• Intra-corporate transfer:
— In services producing company
— Other
• Directly recruited by a foreign established:
— Services producing company
— Other
• International civil servants
• Other
Training
Family reunification/formation
Family-based settlement; ancestry-based settlement
Retiree settlement
Entrepreneurship and investment settlement*
Humanitarian reasons (refugees, etc.)
Border work; frequent border crossing; nomads
Transit not entering economic/legal territory
Diplomatic/consular; military

Note: : non-migrant categories. : migrant categories. : visitors.

Entries in "purpose of trip or migration" column in boldface signify a Mode 4 purpose.

Entries in italics in "purpose of trip or migration" column signify items that are not available in RSIM, Rev.1/IRTS 2008; additional breakdowns possible.

(X) signifies first rough approximation of Mode 4.

"X" signifies Mode 4 information requirement.

* Only in the services sector; see para. 5.103.

Annex II

I. Detailed review of international statistical activities in the field

A. Activities focussing on migration

1. In 2006 a Global Migration Group (GMG)[16] was established by the United Nations Secretary-General as a high-level inter-institutional group of agencies involved in migration-related activities. While this group's main focus is on coordination of non–statistical activities, including contributions to a Global Forum on Migration and Development (GFMD)[17] its members are actively involved in the development and maintenance of statistical data on migration which is of relevance to labour mobility.

2. The importance of data on labour mobility is confirmed by the Declaration which has been adopted by the Member States of the United Nations General Assembly following a High-level Dialogue on International Migration and Development in 2013. The Declaration emphasized in particular the need for reliable statistical data on international migration, including when possible on the contributions of migrants to development in both origin and destination countries; this data could facilitate the design of evidence-based policy- and decision-making in all relevant aspects of sustainable development.

B. Eurostat

3. Since 2008 the collection of migration and citizenship data has been based on Regulation 862/2007[18]. Statistics collected under the Regulation must be based on common definitions and concepts. Most EU Member States base their statistics on administrative data: sources such as population registers, registers of foreigners, registers of residence or work permits. Some countries use sample surveys or estimation methods to produce migration statistics. The data on the acquisition of citizenship are normally produced from administrative systems.

4. The implementation of the Regulation is expected to result in increased availability and comparability of migration and citizenship statistics. The legal framework also includes harmonized statistics on residence permits. However with the free circulation of persons within the EU, these are limited to immigration from third countries. Consequently, the legal framework cannot provide full coverage on the purpose of migration within the Union.

5. As stated in Article 2.1(a), (b), (c) of Regulation 862/2007, immigrants who have been residing (or who are expected to reside) in the territory of an EU Member State for a period of at least 12 months are enumerated, as are emigrants living abroad for more than 12 months. Therefore, data collected by Eurostat concern migration for a period of 12 months or longer. This common definition of migration excludes short-term movements of people who have migrated for a period of less than one year or who have not migrated on a permanent basis such as seasonal workers or service suppliers.

[16] http://www.globalmigrationgroup.org
[17] http://www.gfmd.org
[18] http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32007R0862:EN:NOT

6. At EU level, several household surveys can be used to derive information on migrants and their situation. The most relevant is the EU-Labour force survey, according to which there were 8.1 million economically active EU citizens in 2013 residing in another EU country than their country of citizenship which represents 3.3% of the total EU labour force. In addition, there were about 1.1 million persons who worked in another EU Member State than their country of residence as cross-border or frontier workers. In addition to the variables included in the 'core' survey, specific ad-hoc questions on migration are available from the 2008 ad-hoc module on migration which will be repeated in 2014. Generally speaking, the EU-LFS does not allow catching short-term movers as they are most often not part of the sample.

7. Several relevant EU initiatives to improve migration statistics have been presented in a compact review by Eurostat[19] This includes the preparation of an inventory of existing data sources on migration called PROMINSTAT[20] or research projects addressing the comparability of migration data.

8. An early contribution to harmonisation in the EU was the project "Towards Harmonised European Statistics on International Migration" (THESIM).[21] In an attempt to make best use of available data and achieve comparable migration statistics by adjusting data based on national definitions Eurostat funded the MIMOSA project (Migration Modelling for Statistical Analyses). This project included a comprehensive exercise in mirror statistics on migration and delivered methods to reconcile differences in international migration statistics in European countries. The project produced adjusted estimates of both migration flows and population stocks which met common definitions contained in the European regulation on migration statistics. Its dedicated aim was to complete migration statistics by combining data from different sources and incorporating additional information or expert opinion when appropriate. It also provided estimation techniques in cases where appropriate data sources remained unavailable to meet the obligations of the regulation.[22] The project inspired an ongoing project on Integrated Modelling of European Migration (IMEM) led by the University of Southampton.[23]

C. International Organization for Migration (IOM)

9. The International Organization for Migration is the global intergovernmental organization solely dedicated to migration. IOM acts with its partners to achieve largely policy related goals related to migration management. It defines international labour migration "as the movement of people from one country to another for the purpose of employment."

10. The IOM's 2008 world migration report had the title "Managing Labour Mobility in the Evolving Global Economy"[24]. According to this publication data collection needs to adapt to the complexity of labour-related migratory movements and promote understanding of attendant policy issues. New data collection strategies would be required to better explore these emerging realities, such as: transnational communities/diasporas; return and circular migration; migration of the highly skilled; remittances; irregular migration and outcomes/impacts of migration.

---

[19] http://www.unece.org/fileadmin/DAM/stats/documents/ece/ces/2014/ECE_CES_2014_31-Eurostat-Filling_the_migration_gaps.pdf

[20] http://www.prominstat.eu/prominstat/database/

[21] http://research.icmpd.org/1242.html#c2297

[22] http://mimosa.gedap.be/

[23] http://www.norface-migration.org/currentprojectdetail.php?proj=3

[24] www.iom.int/cms/en/sites/iom/home/what-we-do/migration-policy-and-research/migration-research-1/world-migration-report/world-migration-report-2008.html

11. IOM also emphasized in particular the need for reliable and standardized data on trafficking. This is considered a very difficult task for several reasons:

(a) The underground and illegal nature of trafficking;

(b) The lack of anti-trafficking legislation in many countries;

(c) The reluctance of victims to report their experiences to the authorities;

(d) The lack of government priority given to data collection and research.

12. Despite growing number of trafficking related research studies, data on human trafficking at the national and international level remains scarce and data collection efforts rarely employ standardized methodologies and comparable indicators. Moreover there would remain a need for safe and secure shared data access for varying and international anti-trafficking actors. The resulting impact is that often the data gathered are not comparable and the potential for use is limited.

13. In an attempt to bridge such gaps, the IOM developed a unique tool to monitor the assistance and collect information on the victims of trafficking (VoTs) it assists. The IOM global human trafficking database is the World's largest database of primary data on registered victims of trafficking (VoTs), containing only primary data on 13,809 registered victims of more than 85 different nationalities trafficked to more than 100 destination countries. It is a standardized anti-trafficking data-management tool available to all IOM missions and is actively used throughout all regions of the world. It facilitates the management of the whole IOM direct assistance, movement and reintegration process through a centrally managed system as well as mapping the victim's trafficking experience.

14. The structure of the database follows the format of the accompanying IOM VoT questionnaires, used by IOM missions and partnering organizations involved in direct assistance: the Screening Interview Form is intended to assess whether the individual is a victim of trafficking and thus eligible for an IOM's assistance project; and the Assistance Interview Form stands to track the nature of direct assistance given along with documenting further details of the trafficking experience. While initially designed as a case management tool for IOM counter-trafficking direct assistance programmes, the system quickly demonstrated its added value to research. Containing information of both a quantitative and qualitative nature, the database stores valuable primary data collected from assisted victims on:

(a) The socioeconomic profile of victims;

(b) The profile of traffickers;

(c) Trafficking routes;

(d) Patterns of exploitation and abuse;

(e) Nature of assistance provided;

(f) Instances of re-trafficking.

15. Drawing upon the technology and methodology tried and tested by IOM over the past years, IOM is seeking to develop the functioning of the database as an external case management and data collection tool to be used by NGOs and governments; standing to complement IOM's sharing of experiences and lessons learned with external parties active in the field of counter trafficking through the IOM Handbook on Direct Assistance for Victims of Trafficking.[25]

[25] http://publications.iom.int/bookstore/free/IOM_Handbook_Assistance.pdf

D. United Nations Department of Economic and Social Affairs (UN-DESA)

16. UNDESA is the primary source of information on matters related to international migration and development for the General Assembly, ECOSOC and its functional commissions. UNDESA's activities in this area are part of its overall responsibilities for the analysis of development prospects globally, and aim at providing the foundation for the policy debate on maximizing the benefits of international migration for development. They include providing objective analyses of the causes and consequences of international migration; compiling, analyzing and disseminating statistics on international migration; working to improve the availability and comparability of those statistics; preparing the official United Nations estimates on global migration and, in collaboration with the Regional Commissions, monitoring national and regional policies on international migration.

17. In 1998 its Statistics Division (UNSD) has edited the "Recommendations on Statistics of International Migration" which still provides the main reference for population and migration statistics. (More recent work of UNSD which refers to statistics in trade in services is listed in section II of this Annex).

18. In February 2014 the Population Division convened its 12th Coordination Meeting on International Migration.[26] This meeting is held annually in response to General Assembly resolution 58/208 of 13 February 2004, which requests the Secretary-General to continue convening meetings to coordinate international migration activities. By bringing together entities of the United Nations system, other relevant intergovernmental organizations and civil society as well as interested Member States, the coordination meeting provides a unique opportunity to strengthen collaboration and coordination within the United Nations system as well as with other relevant intergovernmental organizations to fully address the issue of international migration and development.

E. United Nations Economic Commission for Europe (UNECE)

19. The Conference of European Statisticians (CES) Bureau set up a Steering Group on migration statistics to prepare a programme of work and develop a clearing house on migration statistics. Task forces under the guidance of the Steering Group have addressed the following topics:

(a) Measuring emigration using data collected by the receiving country (finished in November 2009);

(b) Analysis of international migration estimates using different length of stay definitions (finished in February 2012);

(c) Improving migration and migrant data using household surveys and other sources (Suitland Working Group) (*finished in February 2013).*

20. As a result, the Conference endorsed the *Guidelines for Exchanging Data to Improve Emigration Statistics*, in June 2009.[27] In June 2012, the Conference discussed the final report by the Task Force with recommendations on analysis of international migration estimates using different length of stay definitions.[28] The Suitland Group produced a number of papers on methods of producing migration statistics, for instance a paper on

[26] http://www.un.org/esa/population/meetings/twelfthcoord2014/twelfthcoord2014.htm

[27] http://www.unece.org/fileadmin/DAM/stats/publications/Guidelines_improve_emigration_statistics.pdf

[28] http://www.unece.org/fileadmin/DAM/stats/documents/ece/ces/ge.10/2012/WP_15_Poulain_01.pdf

Measuring hard-to-count migrant populations[29] and Eurostat's PROMINSTAT database as a repository for migration-related survey questions. In 2011, UNECE launched a new, regularly updated Clearinghouse on migration statistics allowing countries to improve their emigration data by using immigration data from other countries.[30] The Bureau set up a Task Force on measurement of the socio-economic conditions of migrants in November 2010 and a Task Force on circular migration in February 2013.

21. The economic aspects of labour mobility were discussed in a devoted chapter of the *CES Guide on the Impact of Globalization on National Accounts*. So far there has been no follow-up on the further work proposed in the Guide due to the many resource constraints of countries and the need to focus on the 2008 SNA implementation.

22. In 2014, a CES seminar on challenges in migration statistics a number of actions were proposed by the Conference to improve measurement of migration:

(a) Improve the harmonization of concepts and definitions across and within countries;

(b) Increase cooperation between countries, including data exchange;

(c) Develop a harmonized framework for assessing data quality;

(d) Continue international efforts to develop methodologies for measuring emerging patterns of migration;

(e) Improve measurement of the economic and social impact of migration and the socio-economic conditions of migrants;

(f) Increase the use and integration of multiple data sources for measuring migration, including the use of administrative records and improving cooperation with register authorities;

(g) Involve users of statistics in the work for developing migration statistics. Enhance collaboration with other international organizations and the Global Migration Group (GMG);

(h) Create mechanisms for follow-up on the implementation of methodological guidance related to migration statistics.

23. As a follow up of the Seminar, the October 2014 CES Bureau meeting discussed in particular the launch of additional initiatives to address integration of migration data within and between countries, and collect good practices in communication between national statistical offices and producers of administrative data and quality assessment of migration data. Terms of reference for a new task force will be developed and submitted to the February 2015 Bureau meeting for approval.

F. United Nations Population Fund (UNFPA)

24. International migration has important implications for population dynamics and thus for the core mandate of UNFPA. Among issues of particular concern are the challenges of female migration, including trafficking and smuggling; migration and the spread of diseases such as HIV/AIDS; the provision of basic social services, including reproductive health services, in areas of destination; protection of the human rights of migrants; migration and climate change; migration and young people; and migration statistics. UNFPA seeks to improve migration data, research and institutional capacity for formulating and implementing migration policies and programmes; facilitate policy dialogue, and strengthen

[29] http://www.unece.org/fileadmin/DAM/stats/documents/ece/ces/ge.10/2012/WP_9_UNECE.pdf
[30] http://w3.unece.org/pxweb/

partnerships to enhance understanding of the complexity of migration flows and their links to development.[31]

G. United Nations Office on Drugs and Crime (UNODC)

25. The mandate of the United Nations Office on Drugs and Crime includes assistance of the international community to prevent and combat crimes including illegal trafficking of persons and forced labour. The assistance provided by UNODC focuses on the criminal justice components of responding to trafficking in persons and smuggling of migrants, keeping in mind the need to assist and protect victims of trafficking in persons and protect the rights of smuggled migrants. It has recently published a report on global trafficking in persons.[32]

H. The World Bank Group

26. In 2013 the World Bank has initiated The Global Knowledge Partnership on Migration and Development (KNOMAD) as a global hub of knowledge and policy expertise on migration and development issues. KNOMAD draws on experts from all parts of the world to synthesize existing knowledge and generate new knowledge for use by policy makers in sending and receiving countries. KNOMAD works in close coordination with the Global Forum on Migration and Development (GFMD) and the Global Migration Group (GMG). The World Bank has established a multi-donor trust fund to implement the KNOMAD. The Swiss Agency for Development and Cooperation (SDC) and the Federal Ministry of Economic Cooperation and Development (BMZ) are the largest contributors to the trust fund. Within the World Bank, KNOMAD is located in the Development Prospects Group of the Development Economics Vice-Presidency (DEC). Its core objectives include the generation and synthesis of statistical knowledge on migration issues and provision of technical assistance and capacity building to sending and receiving countries for the implementation of pilot projects, evaluation of migration policies, and data collection.

II. Activities focussing on labour

A. International Social Security Association (ISSA)

27. International labour mobility is recognized as a major challenge by social security organizations. In 2011 heads of social security organizations from Europe and Eurasia have committed to develop common principles for social security systems to cover labour migrants, at an international meeting in Baku, Azerbaijan.[33] The CEOs and directors representing some of the principal social security organizations in the region agreed to develop a framework document that would outline principles of social protection rights, and detail the administrative mechanisms for the administration of the transfer and payment of benefits for migrant labour between recipient and donor countries. Intensification of migration in the region had led to an increase in demands on social security, including, for example, requests for pension rights from citizens working in a neighbouring country. Seminar participants, agreed to establish a working group jointly between the ISSA and the International Association of Pension and Social Funds (IAPSF). While this activity remains largely non-statistical, the coordination of social security systems has great impact on the

[31] http://www.unfpa.org/pds/migration.html
[32] http://www.unodc.org/unodc/en/data-and-analysis/glotip.html
[33] http://www.issa.int/topics/eurasia/issa-publications

availability of administrative data sources, as can be demonstrated in the case of statistics on posted workers in the European Union (see European Commission).

B. European Foundation for the Improvement of Living and Working Conditions (Eurofound)

28. The European Foundation for the Improvement of Living and Working Conditions (Eurofound) is a tripartite European Union Agency, whose role is to provide knowledge in the area of social and work-related policies. As labour mobility is capable of altering industrial relations and certainly impacts on working conditions this is among Eurofound's core topics. In 2010 it has published a report which examines the extent of the phenomenon of the posting of workers, the roles played both by European and national-level legislation in determining the employment and working conditions of posted workers and the roles played by legislation and collective bargaining – and how these two domains interplay.[34]

C. European Commission, Directorate General for Employment, Social Affairs and Inclusion (DG EMPL)

29. In order to estimate intra-EU labour mobility of workers, DG EMPL combines data from Eurostat migration statistics and the EU-Labour force survey (LFS) as well as national sources. The Employment analysis Unit published several pieces of analysis on that basis over the last few years[35], in particular it its EU Employment and Social Situation Quarterly Review[36].

30. DG EMPL also attempts to better use and disseminate national data sources, notably through the Technical committee on free movement of workers for which a questionnaire is sent to the Member States since 2011 and a compendium of national data sources on EU mobile citizens/workers prepared.

31. To address non-migrant foreign workers DG EMPL uses LFS estimates of the number of persons residing in a given EU Member State but working in another. This method has been used in the 2011 *Mobility in Europe report -201"*.[37] Moreover, in 2009 DG EMPL has commissioned a specific report on short-term labour mobility.[38] Finally, the 2009 Eurobarometer on mobility show that for 38% of the persons having had a mobility experience in the past, the duration of the last move was less than 12 months, underlining that short-term mobility does play a large role in the overall mobility phenomenon. The shares were even higher among certain categories (i.e. self-employed, managers, other white collars).[39]

32. Since beginning of 2014, the Unit responsible for free movement of workers and coordination of social security systems is reinforcing its statistical capacity, with a support of an external Network of experts. It will publish annually a statistical report on labour mobility and update the compendium of data sources available at national level on EU mobile citizens/workers. The Network will also update analysis of data collected in the

[34] http://www.eurofound.europa.eu/publications/htmlfiles/ef1073.htm

[35] Employment in Europe - 2008, chapter 3; Employment and Social Situation Developments in Europe - 2011, chapter 6; Employment and Social Situation Developments in Europe - 2013, chapter 5.

[36] See issues published in June 2013 and in June 2014 (http://ec.europa.eu/social/BlobServlet?docId=11944&langId=en).

[37] http://www.mobilitypartnership.eu/Documents/Mobility%20in%20Europe%202011.pdf

[38] ec.europa.eu/social/BlobServlet?docId=3463&langId=en

[39] EB (2009) 337, available at: http://ec.europa.eu/public_opinion/archives/ebs/ebs_337_en.pdf

context of coordination of social security systems, for instance statistics on portable document U2 which relate to the exportation of rights to unemployment benefits.

33. The network will also analyse the data collected on portable documents A1 which are used for posted workers for the reference years 2012 and 2013. So called portable documents A1 are issued when a worker or self-employed person is posted to another EEA country. According to that source there were about 1.2 million posted workers in the EU in 2011[40]. These are workers performing short-term assignments abroad for their companies in the context of the free movement of services.

34. In 2011, the main sending countries of posted workers were Poland, Germany and France followed by Romania, Hungary, Belgium and Portugal. The main receiving countries were Germany and France followed by the Netherlands, Belgium, Spain, Italy and Austria. Compared to 2009, the data indicate an increase in the number of postings, which occurred mainly between 2010 and 2011. The PD A1 data confirms that destinations for labour mobility are mainly influenced by geographical proximity, with a large share of the PDA1 being issued between Nord-West European Member States. Nevertheless, the number of posted workers sent abroad has increased the most in relative terms (more than 70% increase) from Slovenia, Romania, Latvia, Estonia, Lithuania and Bulgaria. In absolute terms, the number of posted workers sent abroad has also increased strongly from Germany, Poland, Hungary and Slovakia. Moreover, the number of posted workers received from abroad has increased sharply (over 2009-11) in Austria, Norway and Germany (more than 40% increase) and in absolute terms also in Belgium, the Netherlands, Italy and Switzerland. On the contrary the number of workers posted to Spain and Greece has decreased, most probably in relation with the decline of labour demand subsequent to the crisis in those two countries.

35. The data from those 14 countries which did provide a sectoral breakdown suggest that on average in 2011 around 71% of PD A1 certificates issued were for industry, including 43% into the construction sector. The share of the PD A1 issued for activities in the service sector is around 27% and agriculture and fishing make for around 2.5% of all PD A1

36. The A1 data collection fills an important information gap concerning the posting of workers as it is the only source which allows for a comparable overview of the number of postings across EU-Member States. However, the number of PD A1 recorded by countries can only provide a proxy on the actual number of postings taking place. Firstly, it is not known how many PD A1 translate into actual postings. Secondly, there is no information on undocumented postings, i.e.workers posted by their employers without having applied for a PD A1. The portable documents were established in the context of the coordination of social security systems conditions and do not necessarily reflect the criteria of posted workers according to EU rules under Directive 96/71/EC. Some workers do not require PD A1 and are therefore omitted in this count.

37. In any case PD A1 certificates issued in each country do not contain information on the duration of postings or the hours worked and are thus not a suitable source to calculate labour input or assess the impact of postings on the level and structure of employment and wages in the sending and receiving countries. Sectoral breakdown for the data of the main sending countries is available only for a few countries and none provide any detail on economic activity.

[40] ec.europa.eu/social/BlobServlet?docId=9675&langId=en

D. International Labour Organization (ILO)

38. ILO, the UN specialized agency on labour issues, has been dealing with labour migration since 1919. It has pioneered international Conventions to specifically protect migrant workers and guide migration policy such as the Migration for Employment Convention (Revised), 1949 (No. 97) and the Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143).[41] In Article 11 of Convention No. 143, a migrant worker is defined as "a person who migrates or who has migrated from one country to another with a view to being employed otherwise than on his own account and includes any person regularly admitted as a migrant worker." The same article excluded forms of labour mobility which became particularly pertinent in the globalisation context such as:

(a) Frontier workers;

(b) Artists and members of the liberal professions who have entered the country on a short-term basis;

(c) Seamen;

(d) Persons coming specifically for purposes of training or education;

(e) Employees of organizations or undertakings operating within the territory of a country who have been admitted temporarily to that country at the request of their employer to undertake specific duties or assignments, for a limited and defined period of time, and who are required to leave that country on the completion of their duties or assignments.

39. All major departments of ILO, including those concerned with international labour standards, employment, social protection and social dialogue, work on labour migration within its overarching framework of 'decent work for all'. ILO provides advisory services to member states, promotes international labour standards, provides a tripartite forum for consultations, serves as a global knowledge base, and provides technical assistance and capacity-building to constituents. ILO has also developed a non-binding Multilateral Framework on Labour Migration to guide its constituents and other stakeholders in the formulation and implementation of labour migration policy.

40. In 1994 and 1995, ILO had launched an Interdepartmental Project on Migrant Workers, which produced a review of sources and methodological issues for statistics on international labour migration.[42] It proposed to view statistics on migrant workers as an integral part of labour statistics rather than a complication to demographic statistics which serve other purposes. More specifically, the report avoided reference to the "minimum period of stay' which is common in population statistics. Instead, the focus was set on persons "who move across borders with the objective to take employment", which also brings seasonal workers into scope. The report enumerated a wide array of possible sources and distinguished strategies for poor and rich as well as primarily destination or origin countries. It concluded that there would be no simple shortcuts to improved statistics. Long-term and gradual success would be possible, provided there is sufficient concern with and formalised international cooperation on labour migration statistics.

41. In a press release of April 1997[43], ILO had drawn attention to a trend towards temporary migration for employment prevailing irrespective of geography or levels of economic development of destination countries. It mentioned Canada, a traditional

[41] A broader definition of "migrant worker" appears also in Article 2(1) of the 1990 UN Convention on Migrant Workers.

[42] http://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/publication/wcms_087886.pdf

[43] http://www.ilo.org/global/about-the-ilo/media-centre/press-releases/WCMS_008048/lang--en/index.htm

immigration country, where the number of temporary worker visas issued had quadrupled in one decade and the annual inflow of temporary workers into Canada had been two and a half times larger than the number of permanent immigrants. A similar pattern had been observed for the United States as well as Australia, France, Germany and even Mexico which reportedly admitted more than 70,000 workers from Central America for seasonal work in agriculture per year. The pattern was seen as particularly pertinent throughout the Pacific-rim where hardly any permanent migration-for-work schemes had been in place. The temporary movements into Japan or Republic of Korea were often related to training-with-employment schemes for people from less developed countries in the region. The trend towards more temporary labour migration is continuing as confirmed by the report on migrant workers to the 2004 ILC[44] and a 2010 book on *International labour migration: A rights-based approach*.[45]

42. In October 2013, the 19th International Conference of Labour Statisticians adopted a Resolution concerning further work on labour migration statistics, which recommends that the Office: "(a) set up a working group with the aim of sharing good practices, discussing and developing a work plan for defining international standards on labour migration statistics that can inform labour market and migration policy; [and] (b) prepare a progress report for discussion to the next ICLS."

43. The working group is being established in response to a lack of harmonisation, even within countries, which is a main obstacle for the production of coherent statistics on labour migration. It is intended to provide guidance by agreed international standards, concepts and definitions and foster the exchange of experience among compilers. Countries which have already expressed special interest in becoming members of the working group include Mexico, Peru, Moldova, Ukraine and Russia. Given budgetary constraints, however preparations for the establishment of the working group have slowed down and it will now only be set up in early 2015. At the moment ILO is preparing a new questionnaire on statistical sources, responsible/competent institutions, contact persons and methodologies used in countries to address labour migration.

44. ILO is concerned with the conditions of migrant workers who are of particular relevance in the context of provision of decent work for all. Such workers are often temporary and mobile, and constitute 'elusive' populations. Their good statistical coverage raises special problems. For example, temporary migrant workers in construction and garment industries often live in collective quarters or other forms of concentration which are not easy to include in conventional surveys. In this context, ILO has made a major investment in methodological work on sampling of elusive populations, specifically with applications to child labour. Such innovative methodology can also contribute to better coverage of temporary and mobile labour in the LFS, provided that regular data collection is not jeopardized.

45. In 2014, the ILO held the chair of the Global Migration Group (GMG) which is an inter-agency group bringing together heads of agencies to promote the wider application of all relevant international and regional instruments and norms relating to migration, and to encourage the adoption of more coherent, comprehensive and better coordinated approaches to the issue of international migration. The GMG is particularly concerned with improving the overall effectiveness of its members and other stakeholders in capitalizing upon the opportunities and responding to the challenges presented by international migration. The GMG's work is organized on the basis of five thematic working groups and task forces co-chaired by individual GMG agencies, including a Working Group on Data and Research and a Task Force on Migration and Decent Work.[46]

[44] http://www.ilo.org/public/english/standards/relm/ilc/ilc92/pdf/rep-vi.pdf
[45] http://www.upf.edu/gritim/_pdf/rights_based_approach.pdf
[46] See the GMG's website at: http://www.globalmigrationgroup.org/

E. Organisation for Economic Co-operation and Development (OECD)

46. The Database on Immigrants in OECD Countries (DIOC) is one of the projects the OECD International Migration Division has undertaken to fill gaps in migration statistics, with the help of the OECD Statistics Directorate. This data base utilises primarily census data and questions on the country of birth which are collected since the 2000 census round. It also informs about education and occupation of migrants.

47. As an alternative to the UN system which approaches international migration from a demographic, rather than labour market perspective, the OECD has also established a reporting system on flows. It is based on residence permits which regulate the duration of stay and economic activities of migrants. In 2013 the 37th issue of the migration outlook has been published which builds on the OECD's data base on international migration.[47] It is based on national respondents appointed by the OECD Secretariat with the approval of the authorities of member countries. The collected data are not necessarily based on common definitions. Countries include OECD countries as well as the Russian Federation. The continuous reporting system on migration has no authority to impose changes in data collection procedures. It is an observatory which has to use existing statistics. However, it does play an active role in suggesting what it considers to be essential improvements in data collection and makes every effort to present consistent and well-documented statistics.

48. In the context of increased importance of economic migration to effectively respond to labour market needs, the Directorate General for Employment, Social Affairs and Inclusion of the European Commission and the OECD's Directorate for Employment, Labour and Social Affairs launched in 2011 a two-year joint project on "Matching economic migration with labour market needs". It delivered a publication which addressed the role which free-mobility migration could play in addressing labour and skills shortages.[48] In September 2014 another book will be published which addresses jointly OECD and EU concerns on migration and labour market policy.[49]

49. According to its contribution to the CES Seminar on migration statistics[50] 2014 OECD has launched a project aiming at developing further the standardised statistics on permanent flows. Its aim is to improve timeliness, country coverage and new breakdowns, notably by nationality and gender. A questionnaire on data availability which has been sent to the members of the OECD Expert Group of Migration has led to promising results for the majority of OECD countries.

50. OECD also announced to launch a wide reflexion on the measurement of temporary workers through its OECD Expert Group on Migration. The objectives are to better capture the reality of temporary migration, in particular to deal with the status changes, and to examine which categories are growing in importance in migration policies and should be subject to heightened attention.

51. The relevant priorities in the OECD's programme of work 2015-16 are as follows:

- the development of a new database on international migration flows based on permit data by gender and nationality,

[47] http://www.oecd-ilibrary.org/social-issues-migration-health/international-migration-outlook-2013_migr_outlook-2013-en

[48] http://www.oecd-ilibrary.org/social-issues-migration-health/free-movement-of-workers-and-labour-market-adjustment_9789264177185-en

[49] http://www.oecd-ilibrary.org/social-issues-migration-health/matching-economic-migration-with-labour-market-needs_9789264216501-en

[50] http://www.unece.org/fileadmin/DAM/stats/documents/ece/ces/2014/ECE_CES_2014_28-OECD-Monitoring_migrant_population.pdf

- the improvement of the international comparability of migration statistics on temporary movements and return migration,
- the collection, where possible, of infra-annual data on migration flows to enhance the timeliness of OECD migration statistics,
- follow-up analysis of the role of migration in addressing demographic imbalances across regions/countries over the medium-term, and
- international expert workshop on International Migration Statistics in 2015

F. United Nations Conference on Trade and Development (UNCTAD)

52. UNCTAD, the UN focal point for the integrated treatment of trade and development, aims, inter alia, to make migration work for development and the achievement of the Millennium Development Goals (MDGs). Under its three pillars (research and analysis, technical assistance and inter-governmental consensus-building), UNCTAD actively promotes coherence and global understanding by offering strategic policy analysis and practical solutions on the nexus between migration, trade and development as well as the impact of remittances on poverty in developing countries. In addition to key publications and holding related expert meetings, UNCTAD undertakes analytical work and provides advice and technical assistance to policy makers, trade negotiators, regulators and other stakeholders.

53. Specifically mandated areas are the contribution of migrants to development; the potential benefits and opportunities of trade, investment and developmental links between countries of origin of migrants and their communities abroad; maximizing the development gains of remittances, channelling migrant remittances to productive sectors of the economy and financial inclusion of migrants. UNCTAD also contributes to developing the knowledge base on migration, trade and development issues and trends through surveys, collecting migration-related data and information including on temporary and circular migration; gender-related migration; impact of economic crisis on migration and remittances, brain-drain and brain circulation. Specifically in the area of trade in services and its links to migration, UNCTAD's work also focuses on market access and regulatory issues, institutional frameworks to facilitate the temporary movement of natural persons at the multilateral (GATS Mode 4), regional and bilateral levels, as well as trade in labour intensive services and fostering skills development and recognition of qualifications. UNCTAD participates in the interagency Task Force on Statistics of International Trade in Services.

G. United Nations Statistics Division (UNSD)

54. UNSD is a part of the UN-DESA which has been described above. While it is the editor of the 1998 Recommendations on Statistics on International Migration its most recent activities were more specific to labour mobility. An Interagency Task Force on Statistics of International Trade in Services (TFSITS) was established at the request of the General Agreement on Tariffs and Trade (GATT) and United Nations Conference on Trade and Development (UNCTAD) to the Statistical Commission in 1994. The objectives of the Task Force are to elaborate the statistical requirements of the General Agreement on Trade in Services (GATS). A Manual on Statistics of International Trade in Services (MSITS) was published in 2002 and the revised version, the MSITS 2010 was adopted by the UN Statistical Commission at its 41st session in 2010 and published in 2011.

55. The Task Force had been convened by OECD, and consisted of Eurostat, International Monetary Fund (IMF), UNCTAD, the United Nations Statistics Division (UNSD), the World Tourism Organization (UNWTO) and WTO.

56. In 2004 a Technical Subgroup (TSG) on the Movement of Persons - Mode 4 was established by the Statistical Commission. The TSG consisted of experts from international organizations and national statistical offices. UNSD held the Chair and Secretariat of the group. The framework for the measurement of the movement of persons, developed by the TSG, provided input for the revised Balance of Payments Manual and the revised Manual on Statistics of International Trade in Services.,

57. In 2011 the Task Force asked the United Nations Statistics Division (UNSD) to take the lead in developing a compilation guide for MSITS 2010. UNSD took the initiative to establish an expert group on the compilation of SITS (EG-CSITS) in cooperation with the Task Force. The expert group consists of all Task Force members and national experts from developed and developing countries. A draft guide is already available and will be finalised in 2014. The planned activities of UNSD include:

(a) Finalizing, editing and formatting the Compilers Guide for MSITS 2010;

(b) Support the implementation of MSITS 2010 through regional capacity building;

(c) Support the implementation of IRTS 2008 in close collaboration with UNWTO;

(d) Integration of the dissemination of statistics of trade in goods and services;

(e) Linking trade and other economic, financial and social statistics;

(f) Promoting improved institutional arrangements for the compilation of SITS;

(g) Revision of the BEC classification (including service) and establishing a classification on Business Functions;

(h) Support the research on the statistical use of big data for international trade in services statistics.

H. The World Trade Organization (WTO)

58. WTO has great interest in the availability of data on the cross border movement of persons related to the supply of services. The number of persons involved would be an important indicator to inform negotiators, monitor trade commitments and possibly dispute settlement. In the past it has contributed to the *UNECE Guide on the Impact of Globalisation on National Accounts and the Manual on Statistics in Trade in Services* and is currently supporting its practical implementation through a comprehensive compilers guide for trade in services statistics. WTO understands the cross cutting nature of labour mobility between national accounts, balance of payments as well as trade-, enterprise-, tourism-, population- and labour market statistics and is advocating the integration of existing sources instead of initiating new data collections.

Annex III

I. Detailed review of country practices in Austria and Slovakia

A. Available statistics on labour mobility in Austria

1. Tourism statistics provide a proxy for total outbound labour mobility, including mode 4 trade in services. The Austrian survey on holiday and business travels provides quarterly data on the total outflow of business travellers. According to that source, close to 10 percent of the population over 15 years, had at least one business trip in 2013. However, only about 30% of trips required a stay of four or more nights. The current quarterly design excludes longer business travels because respondents are asked to report only trips which had begun in the three months before the survey. The occurrence of longer business travels during the reference year is however collected once a year. The survey distinguishes participation in conferences or other business travels but contains little further information on the type of labour mobility.

2. The Austrian population register provides detailed information on the inflow of short-term migrants. About one third of the total annual inflow of foreigners who stay at least 3 months maintains a main residence in Austria for less than 12 months. This implies a massive undercount of the total immigration flow in Austria when only long-term migrants are considered such as currently foreseen by the EU-regulation on migration statistics (EC 862/2007). The Austrian population register contains no data on the economic activity status. Statistics on residence permits according to the said Regulation only include migrants from outside the European Union and are currently not integrated into Austrian migration statistics. It appears plausible however, that short-term migrants include a significant share of labour migrants, so that the undercount implied when only long-term migrants are considered may be particularly relevant for statistics on labour mobility.

Table 1
Short and long-term immigration to Austria

	Inflow of migrants (in Thousands) who were present for at least ...		migration undercount (12 months rule)	
	3 months	12 months	in Thousands	in %
2007	106	73	34	32
2008	110	74	36	33
2009	108	69	38	36
2010	113	71	42	37
2011	125	82	42	34
2012	140	90	51	36
2013	151	102	49	33

Source: STATISTICS AUSTRIA, Population Statistics.

3. The Austrian register based census includes a census of local units of employment which is the basis of statistics on commuters from abroad (including frontier workers). According to these data about 2.5% of all economically active persons workers in Austria have not had a main residence registered in Austria at the census reference date (about half of these had however some secondary residence). The data provides substantial detail on this population. Commuters from abroad are defined as persons whose main residence on the reference date is not within the territory of Austria, but who are insured under Austrian social security and who engage in an employed or self-employed activity in Austria. Given

this coverage, economically active persons who remain employed with a non-resident employer, such as in the case of trade in services, cross border hiring or posting of workers will normally not be considered. The register based census also identifies persons commuting abroad. These are employed persons who are either insured under Austrian social security, or are cross-border commuters according to employment statistics, and pursue an employment outside of Austria. Individuals who work for a foreign employer are not included. According to the register based census, the number of commuters abroad amounts to about one percent of the number of economically active persons in Austria.[51]

Table 2

Main residence for employed and self-employed persons registered in Austria

NACE 2008	main residence		
	Austria	abroad	% abroad
S Other service activities	122,614	16,943	12.1%
I Accommodation and food service activities	235,160	12,808	5.2%
N Administrative and support service activities	213,390	10,229	4.6%
F Construction	298,877	9,688	3.1%
Q Human health and social work activities	327,501	8,946	2.7%
H Transportation and storage	199,461	5,419	2.6%
A Agriculture and Forestry	172,25.	4,656	2.6%
C Manufacturing	589,996	13,378	2.2%
R Arts, entertainment and recreation	62,104	1,377	2.2%
B Mining and Quarrying	7,374	137	1.8%
L Real estate activities	66,874	1,221	1.8%
G Wholesale & retail trade; repair of motor vehicles & -cycles	630,773	9,533	1.5%
M Professional, scientific and technical activities	269,826	3,663	1.3%
E Water supply;sewerage, waste management & remediation	18,998	250	1.3%
P Education	329,615	3,913	1.2%
J Information and Communication	98,473	1,071	1.1%
K Financial and insurance activities	130,832	1,119	0.8%
D Electricity, gas, steam and air conditioning supply	28,120	144	0.5%
O Public administration and defence; compulsory social security	259,551	872	0.3%

Source: STATISTICS AUSTRIA, Register based census 2011.

4. One option to address labour mobility are sectoral studies. According to the Austrian Labour Force Survey, Agency workers amount for approximately 2 per cent of employees in Austria. The duration and share of cross border agency workers is yet unknown. In 2014 Statistics Austria has for the first time been commissioned by the Ministry of Labour, Social Affairs and Consumer Protection, to collect data on persons working for temporary work agencies (TWA). This includes employees of temporary work agencies established in Austria who are sent abroad as well as workers employed by foreign agencies whose workplace is with an Austrian employer. If foreign agency workers are integrated in an Austrian undertaking and subject to its functional supervision and instructions this is not considered a case of posting, but hiring out of workers and subject to certain registration procedures. The data is collected by a survey in which all TWA and those enterprises who received foreign agency workers are requested to provide data on each employee. Its main characteristics include citizenship, duration and place of agency work at a specified

[51] www.statistik.at/web_de/Redirect/index.htm?dDocName=076808

reference date. Fieldwork will be completed in autumn 2014. All preliminary evidence suggests that only a limited coverage of employees of foreign agencies can be achieved.

5. The Austrian Labour Force Survey is conducted according to EU-Regulation 377/2008 which established the main harmonised source on labour market statistics in the European Union. Since 2004 the Austrian LFS also includes information on the country of birth, the duration of residence and the country of residence one year before the interview. In 2008 and 2014 special modules were conducted on migration including questions on the purpose of migration. According to that data in total, about 16-17% of the employed persons were born abroad. The module 2008 revealed that for only about 21% of the foreign born employed population the purpose of migration was work-related. Preliminary data from the 2014 module suggests that roughly 2-3 percent of the working age population born in Austria had lived and worked abroad for at least 6 months in the last 10 years. The LFS is based on a sample of households in which at least one person has registered a main residence. As with all sample surveys the detailed analysis of rare populations such as the annual inflow of migrants is subject to relatively large sampling errors and not part of routine reporting. Its sampling frame normally excludes non-migrant foreign workers such as border workers, posted or hired out workers who have not registered a main residence in Austria.

6. For the estimation of Austrian residents working abroad, Austrian National Accounts rely on data provided by neighbouring countries which are consistent with the register based census. So far Austrian trade in services statistics do not distinguish by mode and have no data on non-migrant foreign workers.

7. The Danube University Krems is the Austrian correspondent to SOPEMI, the OECD's reporting system on migration. Its recent report presented figures from the Austrian Labour Market Service according to which the registered annual inflow of posted workers had increased from about 3000 persons in the year 2000 to more than 7000 persons in the year 2010. In total, the number of posted workers or self-employed service providers entering between 2004 and 2011 from new EU-Member States would have increased by 40.000 compared to an increase of 60.000 migrant wage and salary earners. The report concluded "Given the increasing role of services in employment creation, the numbers of posted workers relative to migrant workers can be expected to increase. In view of strict wage regulations and control of working conditions in the case of migrants and the limited controls and controllability of wage and working conditions of posted workers, the posting of workers may actually take precedence over immigration as a strategy of companies to satisfy their labour demands in a flexible way." The report also held that while trade in services would in theory allow only temporary movements of persons, it may "not be easy to enforce return migration" and institutions like WTO "may underestimate the social cost of trade."[52]

[52] http://www.donau-uni.ac.at/imperia/md/content/department/migrationglobalisierung/forschung/sopemi/biffl-sopemi-2013.pdf

B. Available statistics on labour mobility in Slovakia

8. Information on labour mobility is spread over several sources in social statistics and has become an important topic for cross border transport planning and statistics. From tourism statistics, the number of outbound overnight business trips from Slovakia is estimated to have declined from more than 800,000 in 2004 to less than 600,000 in 2011. Further information on trips has been collected in 2013 through a passenger survey named "Bravissimo" conducted by the statistical office in a joint project of the Slovak and Austrian Ministries of transport.

9. For social statistics on labour mobility, the Labour Force Survey provides quarterly sample data on the outflow of short-term labour migration including cross-border workers. In the second quarter of 2014, 5.7 % (133,800) of the employed worked abroad. 29.8 % (39,900) of employed abroad worked in Austria. On the other hand, LFS data also provides information on the inflow of foreign migrants; most of them come from the Czech Republic. The number of the foreign migrants is very small e.g. in the 2008 ad hoc module only 1.1 % of the surveyed persons declared both parents who were born abroad (40.7 % of them from the Czech Republic). In addition during the second quarter of 2014 the supplementary survey on "the Labour Market Situation of Migrants and their Descendants" was carried out. The data output will be available in May 2015.

10. Also quarterly enterprise surveys provide information on companies' employees working abroad. Small firms up to 19 employees and self-employed persons (incl. their employees) are excluded. In the second quarter of 2014 only 0.8 % (10,600) persons out of this group of employees worked abroad. Enterprise surveys do not gather data for the inflow of labour mobility. The structure of earnings survey is not designed to collect data on labour mobility.

11. Census in the Slovak Republic is conducted every 10 years, until now by self-enumeration method. Census data refer to the census date. It follows that the results of last census reflect the situation at 21 May 2011. Data on labour migration refers to the person's previous place and country of residence; time of immigration (month and year) to the current place of residence; reasons for immigration related to work. Based on this information it is possible to evaluate short-term and long-term labour migration in general. Specific tabulations on foreign workers can be provided.

12. Data related to the movement of labour force can also be derived from data on attendance and leaving inhabitants (residing permanently in Slovak Republic or foreigners counted in the Slovak Republic) to work in the Slovak Republic or abroad (to concrete country of the place of employment). There is also additional information on the frequency and length (in minutes) of attendance to work and structure of the population by sex, age, education, marital status, employment and by various other characteristics.

13. The statistical survey of migration (internal and external) records also the purpose of migration, including those related to work. However, migration is considered only as a change of permanent or usual residence.